

**IMPLEMENTATION OF PUBLIC-PRIVATE PARTNERSHIPS AT KAJIADO
COUNTY, KENYA**

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DECLARATION

DECLARATION BY THE CANDIDATE

I hereby declare that this is my original work and that it has neither been presented nor is it currently being submitted for a degree in any other university. No part of this thesis may be reproduced without the prior written permission of the author and or the University of Nairobi.

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DEDICATION

I dedicate this study to my dear family, for their love and unstinting support throughout the study.

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ABBREVIATIONS AND ACRONYMS

PPP	Public Private Partnerships
GOK	Government of Kenya
IHAHP	Integrated Human Animal Health Programme
NMK	Njaa Marufuku Kenya
NPM	New Public Management
ERS	Economic Recovery Strategy
MDG	Millennium Development Goals
KIPPRA	Kenya Institute for Public Policy Research and Analysis
KPLC	Kenya Power & Lighting Company
PCU	Provincial/Coordinating Units
TWG	Technical working group
ASCU	Agriculture Sector Coordination Unit
DCU	District Coordinating Units
DIU	Divisional/Coordinating Units
SMP	School Meals Programme
KFSSG	Kenya Food Security Steering Group
ICCFN	Inter-Ministerial Coordination Committee in Foods & Nutrition

ABSTRACT

Strategy formulation has been widely regarded as the most important component of the strategic management process – more important than strategy implementation or strategic control. However, recent research indicates that strategy implementation, rather than strategy formulation alone, is a key requirement for superior organizational performance. The Government of Kenya (GOK) is currently implementing Vision 2030, the country's development blueprint covering the period 2008 to 2030. Recognizing that the required funds to fully support the country's development agenda and to meet the infrastructure deficit will require involvement of the private sector, the government has over the second half of the last decade exhibited a strategic shift towards partnering with the private sector, through a variety of avenues, key among which is the strategic adoption of Public Private Partnerships (PPP). There are extensive literatures on policy implementation and the management of change, which provide insights into strategy implementation in both public and private organizations. Nonetheless, writers in these fields have themselves recognized the lack of empirical research linking implementation processes where public and private partnerships are involved. The study thus set out to determine the extent of implementation of Public-Private Partnerships at Kajiado County. The study used a case study research design. The case study design facilitated the in-depth exploration of the extent of implementation of Public-Private Partnerships against the normal strategy implementation process specifically dwelling on Njaa Marufuku Campaign at Kajiado County. This study used both primary and secondary data. The primary data composed of the responses received from personal interviews with ten senior and middle management while the secondary data was from relevant literature review. The present study employed the qualitative type of analysis, specifically the content analysis. Results reveal that overall, the NMK initiative conforms its intervention to the strategy implementation process, and this has contributed to the established programme success. The three components guiding project selection and therefore activities within the NMK PPP strategy indicates the presence of a well laid down strategic plan. The NMK intervention is also found to observe a critical component in the strategy implementation process which is the clarity of goals. The tasks and activities are also defined and given focus by a set of predefined guidelines. A large number of the program implementers go through training prior to the onset of project implementation. Findings further imply that stakeholder roles in the strategy implementation process within the NMK intervention are clearly cut out hence enabling a well-coordinated implementation process. The intervention is further found to observe strategic meetings and stakeholder commitment is adequately established both from the government and private sector sides. As follow up to strategy implementation in various projects, the intervention was found to further carry out continuous monitoring and evaluation.

CHAPTER ONE

INTRODUCTION

1.1 Background Information

Strategy implementation is the process that puts plans and strategies into action to reach goals. It is the execution of strategic plans. Successful strategy implementation is vital for any organization, whether public or private. Floyd and Wooldridge (2010) observe that formulating strategy is challenging, but translating strategy into reality is often even more difficult, adding that less than 50% of formulated strategies across corporations both in the private and public sectors get implemented. According to Dess and Priem (2011), great strategies are worth nothing if they cannot be implemented. Regularly cited as a top managers' priority, (Viseras et al., 2005; Schmidt and Brauer, 2006; Walker and Ruekert, 2010), strategy implementation has emerged as the key to achieving superior organizational results. Strategy implementation is important but difficult because implementation activities take a longer time frame than formulation, involves more people and greater task complexity, and has a need for sequential and simultaneous thinking on part of implementation managers (Judge and Stahl, 2012). For strategy execution to be successful, it requires the focus of every person in that organization. Successful execution of strategies would involve among other things, clarification, communication and cascation of the strategy throughout the organization (Walker and Ruekert, 2010).

The Government of Kenya (GOK) is currently implementing Vision 2030, the country's development blueprint covering the period 2008 to 2030. Recognizing that the required funds to fully support the country's development agenda and to meet the

infrastructure deficit will require involvement of the private sector, the government has over the second half of the last decade exhibited a strategic shift towards partnering with the private sector, through a variety of avenues, key among which the strategic adoption of Public Private Partnerships (PPP). In an effort to successfully implement the PPP strategic framework, the Government is committed to providing an enabling environment for PPPs through among other things, strengthening institutional framework for public sector capabilities to effectively and successfully implement PPP projects (Odinda, 2014). Among the major beneficiaries of the PPP strategic implementation program in the country is Kajiado County, with a focus on agriculture and food security as well as health. Ongoing PPP projects include TANATHI water services project, Integrated Human Animal Health Programme (IHAHP) and *Njaa Marufuku Kenya* (NMK) initiative.

1.1.1 The Concept of Strategy Implementation.

Huse and Gabrielsson (2004) define strategy implementation as the methods by which strategies are operationalized or executed within the organization; it focuses on the processes through which strategies are achieved. According to Walker and Ruekert (2010), strategy implementation is "the process of allocating resources to support the chosen strategies". This process includes the various management activities that are necessary to put strategy in motion, institute strategic controls that monitor progress, and ultimately achieve organizational goals. For example, according to Schaap (2006), the implementation process covers the entire managerial activities including such matters as motivation, compensation, management appraisal, and control processes. As Piercy (2008) has pointed out, almost all the management functions planning, controlling, organizing, motivating, leading, directing, integrating,

communicating, and innovation are in some degree applied in the implementation process.

Govindarajan (2008) argues that to effectively direct and control the use of the firm's resources, mechanisms such as organizational structure, information systems, leadership styles, assignment of key managers, budgeting, rewards, and control systems are essential strategy implementation ingredients. The way in which the strategy is implemented can have a significant impact on whether it will be successful. In most cases different people from those who formulated it do implementation of the strategy. For this reason, care must be taken to communicate the strategy and the reasoning behind it. Otherwise, the implementation might not succeed if the strategy is misunderstood or if the affected parties resist its implementation because they do not understand why the particular strategy was selected (Thomson, 2007).

Organizations seem to have difficulties in implementing their strategies. Researchers have revealed a number of problems in strategy implementation: e.g. weak management roles in implementation, a lack of communication, lacking a commitment to the strategy, unawareness or misunderstanding of the strategy, unaligned organizational systems and resources, poor coordination and sharing of responsibilities, inadequate capabilities, competing activities, and uncontrollable environmental factors (Huse and Gabrielsson 2004). Implementation consists of the issues involved in putting the formulated strategy to work. It is necessary to spell out more precisely how the strategic choice will come to be. No strategy, no matter how brilliantly formulated, will succeed if it cannot be implemented (Dess and Priem, 2011).

1.1.2 The Concept of Public Private Partnership

In a world of transforming technologies, shifting demographics, changing global economies, revolving consumer preferences, unstable political and industrial arenas and ever competing industries, it not a question of whether we should change but to what direction and what pace and frequency. Whether within the brackets of industries, unions or nations continuous improvement is a requisite of survival, growth and success (Hanss, 2011). In such a situation certain types of strategic moves become essential to facilitate and implement strategic management a name given to the most important, difficult, and encompassing challenge that confronts any private or public organization. At the national level, the adoption of strategic partnerships, case in point the PPP strategic framework between the private and public sector to mainstream both service delivery and financial performance is one such strategic move.

The United Nations General Assembly defines public private partnerships as an approach to solving development problems through a coordinated and concerted effort between government and nongovernment actors, including companies and civil society, leveraging the resources, expertise, or market efforts to achieve greater impact and sustainability in development outcomes (UN, 2013). In this study, public private partnership is considered to be a strategic relationship between government and private organizations on a mutually negotiated agreement for the pursuit of a common goal that commits its signatories to work together, share skills, resources, responsibilities, benefits and risks.

The global surge for public private partnership is due to the assumption that the policy comprehensively facilitates the realization of democratic objectives, equitable

distribution of resources among and within lower levels to reduce global poverty levels and improvement in local service delivery (Crook and Manor, 1998). Consequently, public private partnership is a dominant policy direction in many developing countries and has been strongly encouraged by international donor agencies (Hansen, 1999). According to Crook and Manor (1998), the global attitude towards public private partnership is often driven by demands from the public, national reconstruction programmes and donors, especially in Africa. At the same time, the policy is assumed to guarantee a more effective and accountable local infrastructure, service delivery and guaranteeing good governance. Boadway et al (1994) looks at good governance as the ability to ensure political transparency, citizen participation in decisions making, providing effective public services efficiently and ensuring absence of corruption tendencies in public administration.

1.1.3 Kenya's Public Sector

Kenya promulgated a new constitution in the year 2010 opening up new opportunities and challenges. This opened a new window of change of moving from the central governance to the devolved government. Kenya as it gained its independency in 1963 had a Lancaster constitution which had provision for two houses of representatives: upper and lower houses as well as regional governments complete with legislation assemblies (Burugu, 2010). This kind of system did not work out as it was replaced by a unitary system of government in 1965 through constitution amendments.

Today, Kenya is at the critical stage of implementing the devolved system of governance after change of leadership in the year 2013. The country has just celebrated its first birthday after adoption of devolution strategy. So far many evils that was commonly committed at the central system of government like corruption

and misappropriation of funds have been transferred to the counties. This in itself has led to a change dilemma as Kenyans ask whether the new structure would again fail as it did 38 years ago. At independence, Kenya's Constitution provided for some degree of fiscal, financial, legislative and political autonomy to regional governments, though in practice the central government still maintained a tight grip on them. By contrast, the current dispensation allows for two distinct levels of government: County and National governments, each with distinct powers, even if expected to cooperate with one another. Unlike the regional governments in the old system, county governments have full prerogatives that allow them to manage and develop their own affairs while fostering, social, economic and political development.

The new constitution gives the responsibility to deliver devolution to Governor, the County Executive, the County Assembly and the Senate (New constitution 2010). This however does not preclude public's participation in the realization of devolution endeavours. The public sector is charged with the responsibility of offering effective and efficient service to the public of any given economy. This explains why the public sector organizations have been engaging in activities that will improve their service delivery to their clients. One such activity is the developing of strategic plans followed by adept implementation thereof. Kenya's current development agenda is guided by vision 2030, which is the official government long term development strategy (GoK, 2006). However, in spite of Kenya public organizations having elaborate and well developed and designed strategic plans, their performance has not exponentially improved as expected. This has been attributed to strategic plan implementation challenges, key among which include inadequate funding and

untimely disbursement of resources. Other challenges include staff resistance to change, lack of skills and lack of top management commitment (Isahakia, 2010).

Public sector reform remains a necessary and on-going policy objective for Kenya. This is being done to overhaul administrative systems to better serve the needs of both government and the citizenry with improved delivery of public services to reduce poverty, improve livelihoods, and sustain good governance. Although the first attempts at the reform and transformation of the public sector in Kenya began in 1965 (OPM/PSTD, 2010), it was not until the early 1990s that serious efforts were made toward the reform and transformation of the country's public sector management. Like other African countries, these efforts in Kenya have been driven primarily by the fact that the state bureaucracy in the country has been underperforming and public service delivery has not been serving the public interest within its most optimal capability.

The reforms in Kenya evolved and culminated in the notion of re-engineering of the public sector in the context of public sector transformation, drawing on elements of what came to be known in the literature and practice as the "New Public Management" (NPM). This NPM broad term symbolizes the aim of fostering a performance-oriented culture that seeks to revamp the process through which public organizations operate in order to increase efficiency, effectiveness, and encompassing client-oriented, mission-driven, and quality-enhanced management (GoK, 2006). It is intended to better serve the needs of both government and the citizenry with improved delivery of public services to reduce poverty, improve livelihoods, and sustain good governance (Hope, 2011).

Kenya is particularly keen on PPP due to among other reasons demand for quality and affordable services from citizens, need for reduction in funding gap and source of investment capital needed for infrastructure projects. Kenya's track record of PPPs includes among others, Mtwapa and Nyali bridges concessions, KPLC 2005 2 years management contract, JKIA – Cargo terminal, 1998. In summary the Kenyan public section believes that through unity, anything is achievable.

1.1.4 Kajiado County

Kajiado County is a county in the former Rift Valley Province of Kenya with a population of more than 680,000 and an area of over 21,000 Kilometers. The county borders Nairobi from one end and Tanzania from another. Its capital is Kajiado, but the larger town is Ngong (GoK, 2009).

The county, like many others, faces scarcity of vital resources, including water and social amenities required to enhance the economy and hence the livelihoods of inhabitants. The challenge of Kajiado county government is balancing demand for elite citizens and the needs of the ordinary citizens which is affecting county resource management, service delivery, and realization of devolution benefits as well as county stability (Odinda, 2014). This calls for not only adequate plans, but most importantly their implementation. In this regard, the County has designed a range of initiatives to improve on efficiency and effectiveness of public service delivery by building partnership with local NGOs and other private enterprises. This approach of making greater use of the private sector and the not-for-profit sector, which has tried to improve on county constrained economic environment.

According to Kajiado county Governor David Ole Nkedianye the County management has made efforts to tap into private resources for the advancement of devolution and by all means avoiding tying resources in undertakings which would be best done by private sector. In contrast, tapping into private capital through PPP to fund development within the county was to make it possible for county to realize development without straining both their human and financial resources while improving its human and relational capacity.

Among the PPP projects in the county are the TANATHI water services project, which is a collaboration of the ministry of water and irrigation with the locals to ensure efficient and economical provision of waters services. A related project is the *Njaa Marufuku Kenya* (NMK) initiative which supports community driven agricultural development initiatives, targeting the extremely poor and vulnerable groups of the community.

1.2 Research Problem

Strategic management is viewed as the set of decisions and actions that result in the formulation, implementation and control of plans designed to achieve an organization's vision, mission, strategy and strategic objectives within the business environment in which it operates (Pearce & Robinson 2007). Strategy implementation is an integral component of the strategic management process and is viewed as the process that turns the formulated strategy into a series of actions and then results to ensure that the vision, mission, strategy and strategic objectives of the organization are successfully achieved as planned (Thompson & Strickland 2003: 365). Strategy formulation has been widely regarded as the most important component of the strategic management process – more important than strategy implementation or

strategic control. However, recent research indicates that strategy implementation, rather than strategy formulation alone, is a key requirement for superior organizational performance (Holman 2006; Ingraham and Lynn, 2009 and Flood et al., 2010).

The improvement of service performance is one of the most pressing issues facing public organizations (Boyne, 2008; Ingraham and Lynn, 2009). An efficient and effective public service is vital if Kenya is to sustain economic growth, reduce poverty and create employment as was envisaged in the Economic Recovery Strategy plan (ERS), attain the Millennium Development Goals (MDGs) and achieve the goals set in Kenya Vision 2030 (Nyaga and Theuri, 2011). Acknowledging that over the years the quality of services offered in the public sector has been below the public expectation, the Kenyan government has over the last decade introduced a number of reforms aimed at improving performance, enhancing service delivery and promoting transparency and accountability in the public sector. In pursuing the public sector reforms, the government has adopted a multiplicity of strategic measures such as: performance contracting, Service Charter, enactment of policies and establishment of complaint committees and Anti – Corruption agency and public-private partnerships (GoK, 2007). The introduction of these strategies public sector was expected to: improve service delivery and efficiency in resource utilization, institutionalization of a performance-oriented culture in the public service, measurement and evaluation of performance.

There are extensive literatures on policy implementation (O’Toole, 2007; Pressman and Wildavsky, 2012) and the management of change (Fernandez & Rainey, 2006; Pettigrew, Woodman, & Cameron, 2011; Stone et al., 2009), which provide insights

into strategy implementation in both public and private organizations. Nonetheless, writers in these fields have themselves recognized the lack of empirical research linking implementation processes where public and private partnerships are involved. Much literature on strategy implementation has either focused on the public sector or private sectors separately. Dossi (2007) studied the perceived effectiveness of strategy implementation in private corporations in Malaysia; Atkinson investigated the perceived barriers to strategy implementation in public organizations in Brazil; Micheli (2010) examined the key drivers of strategy implementation in South African public organizations; and Malina (2011) evaluated the roles of strategic leaders in Ghanaian private organizations in general, and specifically in terms of strategy implementation. Locally published strategy implementation literature is scanty. Karimi (2007) carried a research on challenges faced by the government in the strategic implementation of Mathare 4a slum upgrading in Nairobi, Kiuna (2007) did a research on strategy formulation with reference to community development trust fund and Mecha (2007) did a study of strategy choice at the Kenya pipeline company using Ansoff's grand strategies matrix.

As such, it can be noted that much literature in the field of strategy implementation has focused on either public or private sectors, in isolation and too much of the researcher's knowledge, there is not published study in the country linking strategy implementation and Public-Private Partnerships. Further, the concept of public private partnership remains largely unexplored in both global and local literatures. What is the extent of implementation of Public-Private Partnerships at Kajiado County?

1.3 Research Objective

To determine the extent of implementation of Public-Private Partnerships at Kajiado County

1.4 Value of the Study

The study sought to determine the extent of implementation of Public-Private Partnerships with regard to the implementation process of strategies and will benefit persons in various capacities, key among which are practitioners in PPP programmes, and in particular managers, policy makers and future researchers.

Managers in both public and private organizations will gain the knowledge on how to better tailor their strategy implementation to more effectively implement PPPs. This is in view of the fact that the study findings will point out the key drivers for successful strategy implementations around PPPs as well as challenges thereof, and how the same can be averted.

Policy makers will also benefit from the study findings, as recommendations made herein will present an empirical platform on which to make informed policies on the relatively new concept in the country, PPP in view of both the key drivers and challenges thereof. The study will further address the conspicuous knowledge gap in the country's literature with respect to strategy implementation and PPPs. As such, future researchers in the same field will find the study findings resourceful as a source of reference material.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter provides a general review of the available literature pertinent to the study problem. It delves into the theoretical foundation guiding the study; Strategy Implementation; Strategy Implementation Process; PPP as a Strategic Management Construct; Determinants of Strategy Implementation and Challenges in Strategy Implementation .

2.2 Theoretical Foundation of the Study

The present study is guided by Stakeholder theory (Freeman, 1994), McKinsey 7-S framework and Chandler's (1962) strategy and structure propositions.

2.2.1 Stakeholder Theory

Stakeholder theory begins with the assumption that values are necessarily and explicitly a part of doing business. It asks managers to articulate the shared sense of the value they create, and what brings its core stakeholders together. It also pushes managers to be clear about how they want to do business, specifically what kinds of relationships they want and need to create with their stakeholders to deliver on their purpose. Stakeholder theory is managerial in that it reflects and directs how managers operate rather than primarily addressing management theorists and economists. The focus of stakeholder theory is articulated in two core questions (Freeman 1994). First, it asks, what is the purpose of the firm? This encourages managers to articulate the shared sense of the value they create, and what brings its core stakeholders together.

This propels the firm forward and allows it to generate outstanding performance, determined both in terms of its purpose and marketplace financial metrics. Second,

stakeholder theory asks, what responsibility does management have to stakeholders? This pushes managers to articulate how they want to do business—specifically, what kinds of relationships they want and need to create with their stakeholders to deliver on their purpose. Today’s economic realities underscore the fundamental reality we suggest is at the core of stakeholder theory: Economic value is created by people who voluntarily come together and cooperate to improve everyone’s circumstance. Managers must develop relationships, inspire their stakeholders, and create communities where everyone strives to give their best to deliver the value the firm promises. Certainly shareholders are an important constituent and profits are a critical feature of this activity, but concern for profits is the result rather than the driver in the process of value creation (Collins, 2001).

2.2.2 McKinsey 7-S Framework

The 7-S framework of McKinsey is a Value Based Management (VBM) model that describes how one can holistically and effectively organize a company. Together these factors determine the way in which a corporation operates. The interconnecting centre of McKinsey's model is: Shared Values, which underscore an organization’s central beliefs and attitudes. McKinsey summarizes these into seven key areas named the Ss, which include: *Strategy*: Plans for the allocation of a firm’s scarce resources, over time, to reach identified goals. Environment, competition, customers; *structure*: the way the organization's units relate to each other: centralized, functional divisions (top-down); decentralized (the trend in larger organizations); matrix, network, holding, among others; *system*: the procedures, processes and routines that characterize how important work is to be done: *financial systems*; hiring, promotion and performance appraisal systems; information systems; *staff*: numbers and types of personnel within the organization; *style*: cultural style of the organization and how

key managers behave in achieving the organization's goals; and *skill*: distinctive capabilities of personnel or of the organization as a whole (McKinsey, n.d).

The framework exhibits key strengths that are pertinent to the present study: a diagnostic tool for understanding organizations that are ineffective; guides organizational change; combines rational and hard elements with emotional and soft elements; managers must act on all Ss in parallel and all Ss are interrelated (Rapert et al., 2007)

2.2.3 Chandlers Strategy and Structure Proposition

Looking at changing strategy and structure of industrial enterprise in U.S. (large, private, profit-oriented businesses) through comparative analysis; specifically, Chandler's (1962) examines how executives coordinate, appraise, and plan. Chandler's (1962) proposes that: administration is an identifiable entity...the concern of executives is more administration than the performance of functional work (e.g. buying, selling, processing); executive faces different levels of decision-making: tactical (day to day) and strategic (long-term planning); and that structure of administrative activity is in four different types of positions at different levels of authority (i.e. general office, central office, dept. headquarters, field units)...only in field units are managers involved in day to day activities.

He adds that each position handles a different range of administrative activities, and that different forms result from different types of growth. In this regard, Chandler (1962) defines strategy as the determination of the basic long term goals and objectives, and the adoption of courses of action and the allocation of resources necessary for carrying out goals. He adds that structure is the design of the organization through which the enterprise is administered.

2.3 Strategy Implementation

Strategy must be implemented for its value to be realized. (De Wit and Meyer, 2008).

Porter (1996) describes the foundation of strategy as the activities in which an organization elects excel. It is the selection and execution of hundreds of activities.

Strategic management is incomplete and of little value without effective implementation. It is at this stage where initiatives fail to achieve stated objectives and the point where tests can be made as to the effectiveness of the chosen strategy.

Successful strategy implementation it is suggested, requires sound mechanisms for directing activity and behaviour (Otley, 2011), especially including effective communication systems as well as appropriate strategic and management controls.

According to Chandler (1962) change of strategy led to new administrative problem which in turn required a new or refashioned structure for successful implementation of the new strategy. In summary new strategy led to new structure which eventually enhanced execution of strategy. However Hall and Saias (1963) were of the opposite opinion that structure defines the strategy to be adopted hence the ways of implementing it.

Effective implementation of strategy requires that once a strategy is chosen the right structure is laid to support and facilitate it's accomplishments, otherwise it would be very hard to attain the goals set. Implementation also requires good leadership, culture among other important internal organizational variables. Successful implanting of strategies results from integrating and coordination of technological innovations, production processes, marketing, financing and personnel. By this means defined goals are achieved (Rappert et al, 2012).

Strategy creation involves all the stakeholders in the organization and not merely few persons. It is not developed by senior management hence its implementation should involve the effort and commitment of all persons in the organization. In strategy approaches, once a design process is formulated it is communicated and implemented throughout the organization. Knowing that successful competitors rarely stand still, all players in this field are constantly trapped in a seemingly endless game of catch-up, regularly surprised by the new accomplishments of their rivals. In summary strategy is not only about mimicking the greatest for survival but engaging in innovative ways, combining different advantages to gain competitive value proposition, searching for opportunities and new ways of doing things, changing terms of engagement and competing through collaboration among other things.

2.4 Strategy Implementation Process

Strategy implementation is an essential part of the strategic planning process, and organizations that develop strategic plans must expect to include a process for applying the plan. The specific implementation process can vary from organization to organization, dependent largely on the details of the actual strategic plan, but some basic steps can assist in the process and ensure that implementation is successful and the strategic plan is effective (Fernandez and Rainey, 2006).

The first step in the implementation process is the evaluation of the strategic plan. This involves a review of any challenging elements of the plan and recognition of any parts of the plan that might be unrealistic or excessive in cost, either of time or money (Elbanna, 2006). The second step involves the creation of a vision, might be a series of goals to be reached, step by step, or an outline of items that need to be completed, for implementing the strategic plan. The end result and importance thereof is then

communicated to all in order to establish a clear image of what the strategic plan is intended to accomplish (Ferlie, 2012).

Thirdly, a team is created to help with the implementation of the strategic plan. The team must comprise of willing members who understand the purpose of the plan and the steps involved in executing it. The team must have a focused leader. The fourth step is to ensure regular meetings are held to discuss progress reports. The aim of this meeting would be to determine whether the implementation is on schedule and to establish a rewards system that recognizes success throughout the process of implementation (Dibben, 2006). Finally, the upper management is involved where appropriate with the organization's executive being informed on the happenings, and provided progress reports on the implementation of the plan. An effective implementation process entails the involvement all stakeholders in the strategy (Cespedes and Piercy, 2010).

2.5 Public Private Partnership as a Strategic Management Construct

Strategic management is incomplete and of little value without effective implementation. It is at this stage where initiatives fail to achieve stated objectives and the point where tests can be made as to the effectiveness of the chosen strategy (De Wit and Meyer, 2008).

Management issues can be divided in two large groups: governmental or public, with its specific aims, methods and challenges, and private sector responsible for economical results, competitiveness and state revenues (Kim and Mauborgne, 2011). By theory and practice, one of the greatest methods how to improve performance, is benchmarking- both looking for the best in the concrete field and in different area. But, as Heracleous (2010) argues, public and private sector strategic managers operate

in different contexts that generate distinctive constraints on their behaviors and choices. As such, it is argued that application of private sector models to the public sector is problematic; and therefore general models of strategic management are needed. Key among such models is the PPP construct (Floyd and Wooldridge, 2010).

PPP is a strategic collaboration of the public and private sectors in the financing and development of public goods and services including agriculture, communication and infrastructure. This strategic phenomenon has been globally seen by many as the new economic paradigm. According to Clegg et al. (2008), PPP is a strategic contractual agreement between the public and the private sectors to share financial, technical and management risks in project development and management. PPP is seen by many as the almighty strategic formula in infrastructure provision especially with the economic crunch ravaging world economies (Freeman, 2010; Higgins, 2005).

Public Private Partnership (PPP) is a sustained and long-term strategic partnership between the public and private sectors to provide services and goods. Through PPP, the public sector seeks to bring together the resources of the public sector and the technical expertise of the private sectors to provide services and goods to the public at the best value for money (vfm) (Jamali and Olayan, 2011). Traditionally, the public sector has tended to engage the private sector merely to construct facilities or supply equipment. The public agencies will then own and operate the facilities or equipment or engage separate maintenance and operations companies to operate the facilities and equipment to deliver the services to the public.

With PPP as an alternative form of financing infrastructure project, the public sector will focus on the provision of infrastructure developments at the most cost-effective basis, rather than directly owning and operating infrastructures. There are many

possible PPP models, including joint-ventures, strategic partnerships to make better uses of government assets, Lease and Operate, Design-Build-Operate and Design-Build-Finance-Operate (Hood and McGarvey, 2012). PPP was established by governments to ensure a lasting relationship between the private sector and the public sector, breed trusts among project owners and project executors and reduce cost of project delivery. The managerial efficiency of a Ministry can benefit significantly as existing financial, human and management resources can be refocused on strategic functions (Kateeba, 2010).

2.6 Determinants of Strategy Implementation

The implementation of organizational strategy is a recurring theme in strategic management. Continuous academic research and empirical evidence show that successful strategy implementation has a significant impact on organizational performance (Hrebiniak and Joyce, 2008) and it is vital for attainment of operational efficiency and consequently, realization of organizational effectiveness. In the same vein, Sproull and Hofmeister (2008) also view effective strategy implementation as being determined by a myriad of factors as described below:

2.6.1 Functions and Intention

Owing to their distinct purpose, public organizations differ from their private counterparts in regard to their functions and intentions. While the public sector is characterized by stability and risk aversion, entities in the private sector are prepared to take risks in order to ensure their competitiveness (Pinto and Prescott, 2010). Private corporations represent independent entities, acting according to their own, internally developed strategy. In contrast, public administrations do not formulate a

strategy of their own. Rather, they aim to execute existing laws and policies (Mika et al., 2009).

This is exacerbated by public administrations being subject to bureaucratic principles, which require all functional departments and process owners to be predefined and transparent. The obligation to strictly adhere to existent legislation restricts process change in the public sector (Heide et al., 2008). Consequently, reengineering efforts in the private sector often assume a much more radical character than those in public organizations. In addition, all efforts made in strategy implementation in the public sector need to be verified for their compliance with laws and legal regulations (Jamali and Olayan, 2011).

2.6.2 Processes

The characteristics of processes in public administrations differ heavily from their counterparts in the private sector. As a result of the aforementioned differences in purpose and function, public entities wield far less control over their processes, rendering radical change problematic. It is often not at the discretion of a public entity to freely modify the way it delivers its services. This circumstance is further illustrated in the way processes originate in each sector. Businesses in the private sector are guided by the effort to achieve client satisfaction (Parsa, 2009). Each process serves an internal or external customer, for whom it creates value, fulfilling his needs and requirements. A process is ultimately rooted in the customer's requirements. Processes in public administration are ultimately motivated by the duty to conform to and implement legal guidelines (Ikiara, 2011).

In general, customers do not approach public entities as a means of fulfilling their needs and demands as they do in the private sector. Instead, they are compelled

to get in touch with public administration on the grounds of laws and legal regulations. Consequently, process changes need to be approved by all relevant stakeholders as well as to comply with pertinent legal regulations (Floyd and Wooldridge, (2010). A rigid process structure may prohibit large-scale change endeavours.

2.6.3 Organizational Structure

Every organization's structure consists of various aspects, such as values, traditions, philosophies, hierarchies, authorities and rules (Payne and Mansfield, 2009). Public administrations are organized according to bureaucratic paradigms. Each process is associated with multiple stakeholders and strictly monitored, controlled and documented (Govindarajan, 2008). Both in the private and the public sector, process reengineering holds significant potential to change such organizational structures (Pinto and Prescott, 2010).

Due to the more rigid nature of public organizations, these measures may easily transcend their respective capabilities for change (Ragaopalan and Rasheed, 2011). In addition, being bound by legal regulations and bureaucratic principles, management in the public sector exerts far less power over their organization's structure. Therefore, organizational changes in the public sector may only be achieved within certain limits (Judge and Stahl, 2012). In particular, support by top decision-makers may be regarded a prerequisite for wide-reaching change efforts (Rainey, 2008).

2.6.4 Economic and Political Feasibility

Assuming a healthy economic foundation, private entities are at liberty to initiate investments and conduct business effort since their management wields full control

over their resources. In contrast, public organizations are frequently not entitled to decide on significant political and financial matters (Rainey, 2008).

Though public administrations must fulfill their tasks economically and adhering to the given resources (Pressman and Wildavsky, 2009), they do not necessarily strive to maximize their economic efficiency or minimize costs. Rather, they aim to stay within their allocated budgets. This fact may lower the acceptance of BPR efforts in public administration as soon as budget targets are achieved and cost pressures lifted.

2.7 Challenges in Strategy Implementation

Notable literature on strategy implementation was examined in order to identify potential strategy implementation problems. Research by Alexander (1985) identified twenty-two major obstacles to strategy implementation, of which ten were cited by over 50% of firms sampled as major problems. In a similar study, Salem Al-Ghamdi (2008) researched 15 implementation problems and found that six strategy implementation problems were experienced by over 70% of the sample group of firms. Based on case studies, Hansen et al. (2009) identified additional implementation problems as a) failing to periodically alter the plan or adapt it to changes in the business environment b) deviation from original objectives and c) lack of confidence about success.

Management must make the commitment to stay focused on the agreed upon plans (Hrebiniak, 2005). The organization should maintain a balance between ongoing business activities and working on new strategic initiatives. Nickols (2010) posits that strategy is execution. He discussed four cases of strategy execution: flawed strategy & flawed execution, sound strategy & flawed execution, flawed strategy & sound execution, and sound strategy & sound execution. Only when the strategy and the

execution are sound the organization has a pretty good chance for success, barring aside environmental and competitive influences. Further, he contends that executing the wrong strategy is one of the major problems leading to unsuccessful implementation of strategies.

Downes (2011) states that the kinds of execution obstacles most companies run into fall into two categories: problems internal to the company and problems generated by outside forces in its industry. These internal and external issues are affected by the extent of flexibility companies have to launch strategic initiatives successfully. DeLisi (2011) examined “the six strategy killers” of strategy execution, pinpointed by Bear and Eisenstat (2010). He found that four of these factors particularly hamper or destroy strategy execution. These are: a) ineffective senior management b) top-down or laissez-faire senior management style c) Unclear strategies and conflicting priorities and d) Poor coordination across functional boundaries.

Hrebiniak (2005) recognized the difficulty of strategy execution and the reward from doing that correctly. He discussed various factors that can lead to incorrect implementation of any strategy similar to those already discussed in the above literature discussion. Additionally, Hrebiniak’s research survey of 400 managers contributed to the identification of additional factors that may cause obstacles to successful strategy implementation included: Lack feelings of "ownership" of a strategy or execution plans among key employees; not having guidelines or a model to guide strategy- execution efforts; lack of understanding of the role of organizational structure and design in the execution process; inability to generate "buy-in" or agreement on critical execution steps or actions; lack of incentives or inappropriate

incentives to support execution objectives; insufficient financial resources to execute the strategy.

Brannen's (2010) survey based study concluded that in order to improve execution certain issues have to be tackled. These include inadequate or unavailable resources, poor communication of the strategy to the organization, ill-defined action plans, ill-defined accountabilities, and organizational/cultural barriers. Brannen's survey unearthed another significant obstacle to effective strategy implementation namely, "failing to Empower or give people more freedom and authority to execute." Welbourne (2010) observations of items on "what's getting in the way of execution" point to "habit and past experience reflects on new strategy" as another factor that could affect strategy implementation.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This section defines research methods, research instruments and research tools. It also presents the instruments and tools selected for this study. The chapter further describes the methods and procedures that were used in collecting relevant data and how it was analyzed.

3.2 Research Design

The study used a case study research design. A case study was suitable for the present study as it involves a complete observation of a social unit (person, group or social institute) emphasizing in-depth rather than in-breadth analysis (Robson, 2003). Research design is an arrangement of conditions for collection and analysis of data (Chandran, 2004). It is a means to achieve the research objectives through empirical evidence that is required economically. The choice of a design is determined by: research purpose as described by the research problems and questions, categories of data needed, sources of data and cost factors (Mugenda and Mugenda, 2003).

The case study design therefore facilitated the in-depth exploration of the extent of implementation of Public-Private Partnerships against the normal strategy implementation process specifically dwelling on Njaa Marufuku Campaign at Kajiado County.

3.3 Data Collection

According to Cooper and Schindler 2006, data can either be primary or secondary. This study used both primary and secondary data. Primary data refers to that source of

data collected directly from the original sources such as respondents or field; it is used due to its accuracy and control over error (Mugenda & Mugenda, 2003). Secondary refers to data that already exists in that it is collected and stored in a systematic way by other researchers and was collected for different purposes (Cooper & Schindler, 2006). Secondary data allows some level of interpretation of events.

The researcher used an interview guide to collect primary data. The primary data composed of the responses received from the employees while the secondary data was from relevant literature review. The researcher administered the interview guide through personal interviews from ten senior and middle management. The specific respondents were the project, human resource, marketing and public relations, finance and operations senior and middle managers. Each item in the interview guide was geared towards addressing the study objective.

3.4 Data Analysis

The present study employed the qualitative type of analysis, specifically the content analysis. Data analysis is defined as the whole process, which starts immediately after data collection and ends at the point of interpretation and processing of results (Kothari, 2004). Two main categories of data analysis exist, namely, qualitative and quantitative. Quantitative analysis entails analyzing numbers about a situation by choosing specific aspects of that situation. Of particular interest to the present study, qualitative analysis entails analyzing in words or pictures by collecting data, recording peoples' experiences not selecting any pre-chosen aspect (Cooper & Schindler, 2006). The field interview guides were checked for consistency, cleaned and coded before data analysis. Content analysis was used for data that is qualitative in nature or aspect of the data collected from the open ended questions. According to Mugenda and

Mugenda (2003), the main purpose of content analysis is to study the existing information in order to determine the factors that explain a specific phenomenon. According to Kothari (2000), Content analysis uses a set of categorization for making valid and replicable inferences from data to their context.

CHAPTER FOUR

DATA ANALYSIS, RESULTS AND DISCUSSION

4.1 Introduction

This chapter presents the results and discussions. The general objective of the study was to determine the extent of implementation of Public-Private Partnerships at Kajiado County with reference to the strategy implementation process.

4.2 Demographic Information

This section captures the responses by gender, departments, management as well as the education level, presented and analyzed in tables 3.1 below.

Table 4.1 Demographic Characteristics

Variables		N	%
Gender	Male	6	60
	Female	4	40
Department	Projects	3	30
	Human resource	2	20
	Finance	1	10
	Operations	3	30
	Public Relations	1	10
Management level	Senior level	4	40
	Middle level	6	60
Education level	Diploma level	3	30
	Degree level	5	50
	Masters level	2	20
	PhD level	0	0

Source: Researcher, 2014

Of the 10 participants who were interviewed, 6 (60.0%) were males and the remaining 4 (40.0%) females. The majority of the participants were from the projects and operations departments, as indicated by 3 (30.0%) respondents in both. A majority,

60% were further from the middle management level. Half of the participants had attained Degree education level, followed by 20.0% with Masters Degree then, 30.0% with Diplomas.

4.3 Extent of Implementation of Public Private Partnership at Kajiado County

In order to determine the extent of implementation of Public-Private Partnerships at Kajiado County with reference to the implementation process, a set of pertinent questions were formulated to which interviewees were asked to respond. The following sub themes were thus created from the findings.

4.3.1 Strategic Plan Evaluation

The first step in an effective strategy implementation process according to Elbanna (2006) is the evaluation of strategic plans. The study thus sought an explanation from respondents on what strategy guided the selection of activities, projects and engagements within the NMK programme. In response, it emerged that the programme has wide-ranging projects implemented in three strategic components:

“.....Component I is aimed at supporting community-driven food security improvement projects. It component focuses on empowering communities through capacity building of group members and their facilitators. In addition, the groups are issued with small grants as seed money to enable them upscale food security initiatives.....”

(Interview with an NMK County coordinating officer)

“.....Component II involves community nutrition and school meals programmes, similar to the one initiated by the government in the 1980 with the assistance from the UN world Food Program (WFP). The objective is to improve the nutrition of school-going

kids through school feeding programmes particularly in the arid and semi-arid lands of Kenya.....”

(Interview with an NMK County coordinating officer)

“.....The overall objective of NMK’s third component is to facilitate effective and sustainable Kenyan public private partnerships that address the challenges of hunger and poverty reduction as a national concern. This component encourages the participation of CBOs, NGOs, Private Sector Organizations and other independent food security innovations in hunger and poverty reduction in Kenya.....”

(Interview with an NMK senior operations officer)

The three components guiding project selection and therefore activities within the NMK PPP strategy indicates the presence of a well laid down strategic plan. This has the potential to give the entire strategic intervention focus throughout the implementation process.

This concurs with MOA (2006) which details that the *NMK* programme has three components. The first component is concerned with support to community-driven projects for food security improvement, and focuses on empowerment of communities through capacity building of group members and their facilitators. The second component is the support of community nutrition awareness and school meal programmes that aims at improving health and nutrition status of vulnerable people and school going children. The third component is the support and up-scaling of private sector food security innovations. This involves participation of community-based organizations (CBOs), NGOs, private sector organizations and other independent food security innovations (MOA, 2006).

4.3.2 Strategy Vision Creation

Ferlie (2012) observes that the creation of a vision might involve a series of goals to be reached, step by step, or an outline of items that need to be completed, for implementing the strategic plan. To this end, the study sought to establish the strategic vision within the NMK program as regards the presence of program goals or outline of activities and communication of the same to project implementers. Results are as structured below.

4.3.2.1 Presence and clarity of goals

Respondents were further asked whether the NMK had set goals and to describe the overall goals as being sufficiently understood by employees. It was established that the programme has four major goals, regularly communicated and reaffirmed by all stakeholders during Annual General Meetings:

“We normally hold Annual General Meetings in which all stakeholders meet and communicate progress as per respective lines of engagement within the programme. During these meetings we normally reaffirm our goals which include to contribute to the reduction of poverty, hunger and food insecurity in poor communities; increase food security initiatives by supporting resource poor communities; support health and nutrition interventions that target the poor and vulnerable and to strengthen and support private sector participation in food security and livelihood innovations.....”

(Interview with an NMK senior project officer)

The finding points to a critical component in the strategy implementation process which is the clarity of goals. This also has the potential to inform the project activities as well as harmony and coordination thereof. The NMK intervention is thus observed

to conform to the ideal strategy implementation process thus far, as espoused on in the preceding discussions.

The finding is in agreement with Spekman et al. (2008) who argue that success in a strategic alliance depends on the partners having a common vision of the future. Alliance success requires the establishment and execution of clearly defined goals, and to achieve these goals, well-defined procedures must be clearly communicated to the managers involved with the alliance. Atkinson (2010) further observes that it is useful for Multi Stakeholder Partnerships to explicitly identify both the individual aims of each partner and the common purpose that has brought them together. DeLisi (2011) adds that a strategic successful partnership must be based on mutual dependency, the realization that no one partner can achieve the identified goals on their own. Partners should be encouraged to openly discuss their respective motivations and aims and to collectively explore how the partnership can be designed to simultaneously (and synergistically) achieve its collective purpose and the aims of individual partners (Hrebiniak, 2008).

4.3.2.2 Task and Activity Focus

The study sought to establish whether key implementation tasks and activities were sufficiently defined. To this end, respondents affirmed that tasks and activities were defined and well guided towards realizing target outcomes. Three key measures were taken in this regard, including: requirement of the supported organizations to work on the basis of a detailed proposal with clear work plans to shape the logic and design of the alliance; adopting a dynamic implementation guide for the management of partnering institutions that allows flexibility without necessarily compromising targeted outputs; as well as forging alliances only with agricultural-supporting

organizations whose vision, mission and strategic plans are similar or complements those of NMK.

The tasks and activities are found to be defined and given focus by a set of predefined guidelines. This finding further points to the conformity by the NMK intervention, to the strategy implementation process. The entire strategy can thus be said to have a vision and a focus guiding the project tasks and activities.

The finding is in conformity with Goodwin and Elliot (2009), arguing that often, many partnerships fail as they are plagued with high degrees of instability arising from lack of coherent strategies and further, synergy is affected because the good intentions and rationale behind the alliances are not congruent with the strategic direction of either partner.

4.3.3 Creation of a Capable and Willing Team

Downes (2010) notes that in strategy implementation process, a team is created to help with the implementation of the strategic plan. The team must comprise of willing members who understand the purpose of the plan and the steps involved in executing it. To this end, the study sought to assess the project implementers within the NMK programme with respect to their execution capacities, clarity of roles, stakeholder relations and the decision making structure.

4.3.3.1 Capacity Building

Respondents were further asked to comment on the implementing capacities of the various project implementers involved in the PPP. Responding to this, a senior project officer espoused that:

“.....To build the implementers capacities, we take them through training for technical skills for practical application... Skills and technology attained through training will have relevance if directly applied in the actual implementation activities and therefore, untrained respondents may not realize its relevance in the programme implementation until they are trained and apply the same in the implementation activities.....”

Echoing this, the County coordinating officer added that:

“.....We have adopted a systems approach in which the whole PPP is seen as a system comprising various actors who all need to work efficiently to ensure the eventual efficiency of the PPP. The system inculcates continuous learning and improvement. This has made the farmers to remain up to date in the technology applications they use.....”

It was added that:

“.....capacity building of community members implementing the NMK programme has been found of profound benefits for effective implementation. The type of technical skills, knowledge and technology offered to them through training contributed to a great extent towards achieving objectives of the projects undertaken.....”

(Interview with an NMK a senior operations officer)

The finding is in agreement with Beer and Eisenstat (2010) who notes that continuous learning and continuous improvement are important management tools that increase efficiency of long-term sustainability of PPP. Alexander (2008) also argued capacity building involves strengthening of performance and capabilities of the programme implementers through skills training for specific project activities. To answer the

research question, the respondents were asked to indicate whether training offered to them was of any relevance to the programme implementation.

The number of training sessions that the program implementers are exposed to determines the magnitude of skills and knowledge imparted which in turn would influence program implementation. The study thus probed to find out the frequency with which programme implementers were trained. Responding in this regard, a senior Human Resource officer provided that:

“.....The frequency depends on specific project activities or introduction of new technologies. Implementers can therefore be trained for up to 10 times depending on the scope of the project.....”

(Interview with an NMK senior Human Resource officer)

A large number of the program implementers go through training prior to the onset of project implementation. It can therefore be interpreted that training for skills is vital for project effective strategy implementation and therefore it should be frequent and ongoing for upgrading strategy implementers' skills to handle new challenges as they emerge in the implementation process.

The study findings ascertain the findings of a study conducted by Njuguna (2011) on implementation of fish projects in Embakasi constituency. The study had established that regardless of low education qualification of the program implementers, the skills and knowledge gained during technical training enabled implementers to have more exposure and thus get actively involved in implementation of community projects. Majority of the NMK program implementers were of basic primary education level

which to some extent contribute to the uptake skills and knowhow from the training offered.

Similar study done in Accra-Ghana resulted to related findings in that technical education was the most consistent fountain in providing skills and capacity which is a major determinant of food security through agricultural programmes (Armar-Klemesu 2004). Development of peoples' capacity is therefore important in enhancing their effectiveness, efficiency and transparency in the implementation of community projects. A study by Shalmali (2006) on the programme's implementation reveals that lack of knowledge and skills have prevented people from taking full advantage of recent government agricultural programmes which was also reflected from the study's findings. The NMK programme implementers had been sufficiently trained and thus the large extent involvements in the NMK programme implementation.

4.3.3.2 Clarity of Stakeholder Roles

For any PPP to be effective, clarity of role and purpose of each partner is important as it minimizes constraints due to the hierarchical organizational differences as well as conflicts related to issues of accountability. In this regard, the study sought to establish the extent to which the NMK PPP had roles clarified for the various partners involved. In response, a senior public relations officer offered that:

“.....The first task of NMK was elaborate introduction of the concept of PPP to key stakeholders, and clear definition of roles expected of both the public and private collaborators. The need for a legal framework for the PPP was dealt with easily through a simply designed legal agreement signed between the Permanent Secretary, Ministry of Agriculture on behalf of the government on one hand and the coordinators of the supported organizations on the other.....”

A senior operations officer further provided a clear strategic institutional framework (Figure 4.1) illustrating information flow along the hierarchy to which partners conform, adding that:

“.....We have a collective responsibility to implement the program and all its projects and activities but our roles are defined by an institutional framework.....”

(Interview with an NMK County coordinating officer)

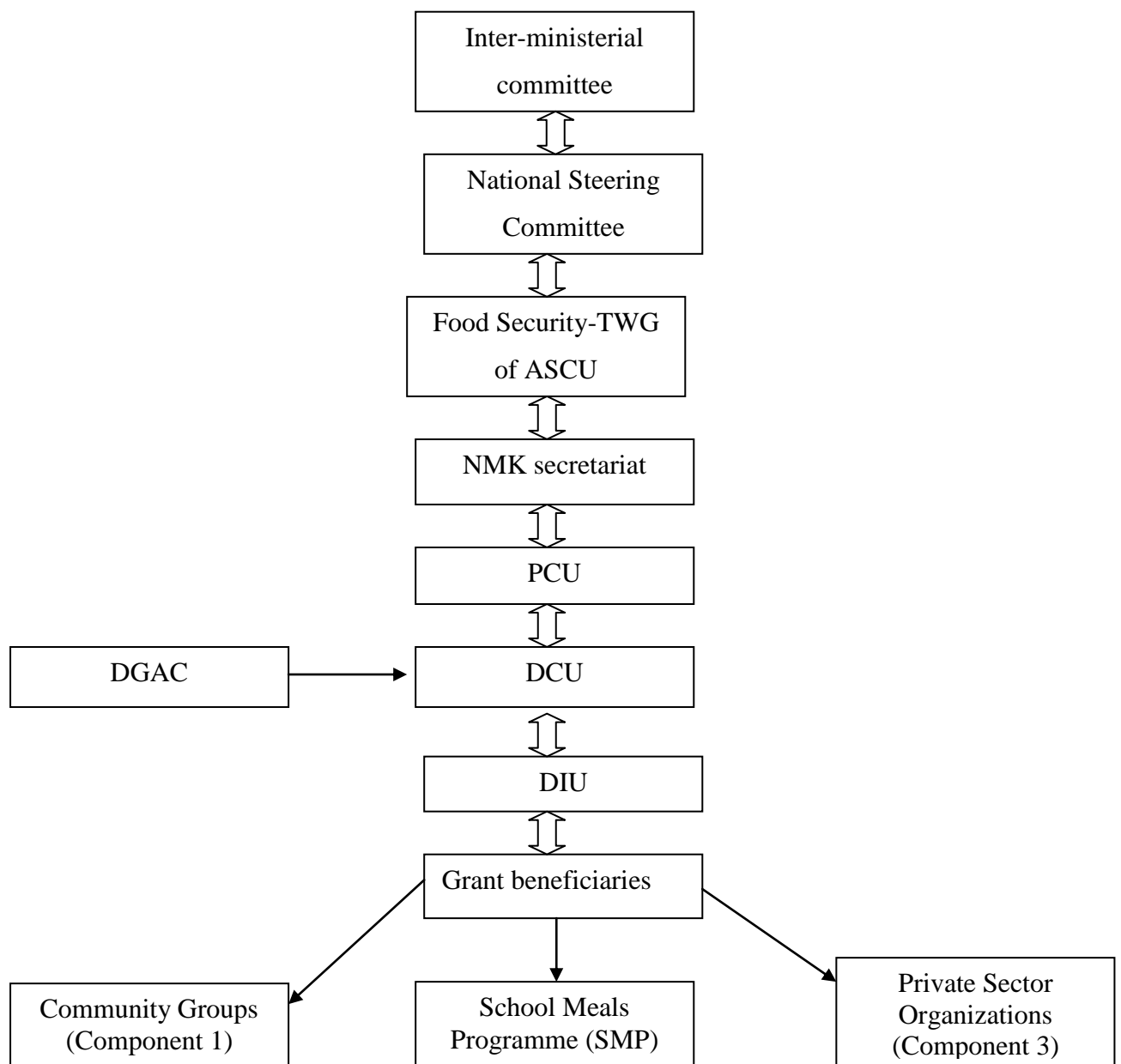


Figure 4.1 Institutional framework for strategy implementation

Source: NMK Secretariat, 2014

Figure 4.1 shows the NMK programme's institutional framework. In explaining the framework, a senior Human Resource officer offered that:

“.....The NMK programme adopts a multisectoral approach, with a committee of the relevant ministers. This committee is tasked with policy making, regulation and budgetary control. The national steering committee incorporates other stakeholders in food and nutritional sectors, including the permanent secretaries in the relevant ministries. In the Ministry of Agriculture, under the Agriculture Sector Coordination Unit (ASCU), a Technical Working Group (TWG) on food security is established and tasked with coordination and collaboration mechanisms that provide guidance on hunger, poverty, food insecurity and malnutrition.

The Kenya Food Security Steering Group (KFSSG) and the Inter-ministerial Coordinating Committee on Food and Nutrition (ICCFN) under the Ministry of Planning, National Development and Vision 2030 are incorporated at this level. The NMK secretariat that is charged with implementation of the NMK programme is established as a subset of the KFSSG. The secretariat has a structure that includes provincial, district and divisional coordinating units (PCU, DCU, and DIU). The implementation takes place at divisional level where the beneficiaries under the three components are identified. The national steering committee is composed of permanent secretaries from line ministries and other stakeholder representatives across agriculture, food and nutrition sectors.

It provides guidance in planning and implementation of the NMK project. This committee comprises 14 members, with seven members from government and seven from the NGOs and the international community, including two donor representatives. The NMK secretariat, based at the Ministry of Agriculture

headquarters, coordinates implementation of the programme. The secretariat works under the guidance of the TWG on food security. The secretariat is headed by a senior officer from the Ministry of Agriculture, supported by four to five technical staff and two to three administrative support staff.....”

The finding further implies that stakeholder roles in the strategy implementation process within the NMK intervention are clearly cut out hence enabling a well coordinated implementation process.

This is in conformity with Leffel (2013) who notes that in addition to clearly defining the purpose and expected results of the partnership, it is highly recommended that specific roles and responsibilities of each partner be explicitly agreed. This involves making sure that the right parties are executing their respective roles and that the designated responsibilities of each partner are commensurate with their legitimate rights and appropriate societal roles as well as their specific competencies and interests. Rutan (2009) further offers that strategic partnerships often draw on the concept of core complementary competencies in defining (in a formal or informal manner) a division of labor among partners. Speculand (2006) cautions that while it is sometimes expected that the roles of respective partners will be “naturally” defined, experience has shown that in reality this process can be highly contentious and even pugnacious.

4.3.3.4 Stakeholder relations

The study further sought to establish the ownership structure applying in the intervention in view of the sectoral differences between the public and private stakeholders. To this end, it was established that the programme employs joint ownership of activities, ideas and sharing of successes and failures.

A key informant explained that:

“.....The results of such joint ventures are made part of performance target for individual officers in the public sector. NMK identifies officers at District level to act as contact persons to facilitate interaction between the public and private organizations. Secondly, elaborate sharing of activities and information are encouraged as well as the need for openness in the use of resources.....”

(Interview with a senior Public relations officer)

Stakeholder management in the strategy implementation process is also found to be mainstreamed, guiding the relations between strategy implementers from both the government and the private sector. This is seen to enhance not only coordination, but also resource sharing among the partners.

The finding ascertains Al-Ghamdi's (2009) assertion that traditionally, the private sector is better at owning as well as articulating their successful initiatives. This practice however often undermines efforts of the public partners such as government extension officers who are part of the PPP. To encourage total ownership of successes by all actors, NMK has insisted that any media publication of successful PPP must highlight the role of both partners, and especially the public officers who have worked within the PPP.

4.3.3.5 Decision making

Decision making is vital in effective strategy implementation. To this end, respondents were asked to elaborate on the decision making structure in the PPP in view of the stakeholder diversity and strategy scope. It was established that decision

making throughout the intervention included the involvement of group members in deciding the kind of activity to base the projects

“.....Group members are involved in deciding the kind of activity to base projects as well as in formulation of project proposals. There are regular meetings for the group members to give their input about the project progress and improvement....”

(Interview with a senior Operations officer)

Participation is prioritized in the intervention through a bottom up approach in decision making in key project areas where lower level partners, in this case the project beneficiaries are allowed input into key decisions on matters affecting them. This has the potential to elicit support from the community at large, hence project success.

4.3.4 Progress Report Meetings and Executive Commitment

Effective strategic implementation should ensure regular meetings are held to discuss progress reports. The aim of this meeting would be to determine whether the implementation is on schedule and to establish a rewards system that recognizes success throughout the process of implementation (Dibben, 2006). An effective implementation process also entails the involvement all stakeholders in the strategy (Cespedes and Piercy, 2010). The study thus sought to establish whether the NMK strategy conducts strategic meetings throughout the strategy execution process as well as the extent of stakeholder commitment. It was established that the NMK conducts regular stakeholders' forums under component 4 which covers project management and Coordination.

“.....Agriculture Sector Coordination Unit (ASCU) continues spearhead periodic meetings for the purpose of strengthening of collaboration and partnership with various stakeholders, especially the private sector and the donor community.....”

(Interview with an NMK County coordinating officer)

It was further established that the government as a shareholder has on its part significantly contributed towards the NMK PPP strategy by way of financing, the private sector has been largely included in the project activity monitoring and evaluation and have also been adequately funded as groups to carry out the activities under all the components.

“.....The larger Kajiado County has received NMK grants from the government under all the components. Since the inception of the NMK programme in 2005, Kajiado County has received an estimated Ksh 4,077, 865 under Component 1. Kajiado North (Ngong) received Ksh 816,965, Isinya Ksh 390,000, Kajiado Central Ksh 1,174,800 and Loitokitok Ksh 1,696,100.....”

(Interview with a senior Finance officer)

“.....To actualize beneficiaries’ empowerment, NMK adopted four strategies: Clear definition and identification of the real target beneficiaries, capacity building through training and exposure to latest research technologies through effective research-extension-farmer-private sector liaison arrangements, devolution of resources from public offices to be managed directly by the beneficiaries and participatory M and E systems involving the members of the beneficiaries and delegated decision-making.....”

(Interview with a Senior Operations officer)

The intervention is further found to observe strategic meetings and stakeholder commitment is adequately established both from the government and private sector

sides. This further has the potential to enable project success as it allows for room to not only review project goals but also reaffirm commitment to the strategic implementation from the implementers.

Atkinson (2010) argues that a stakeholder meeting is a strategic way to derive usability objectives from project objectives, and to gain commitment to usability. It also collects information about the purpose of the system and its overall context of use. Goodwin and Elliot (2009) add that stakeholder meetings are beneficial as they ensure that all factors that relate to use of the system are identified before design work starts and that they bring together all the people relevant to the development, to create a common vision.

4.3.5 Monitoring and Evaluation

Monitoring and evaluation together provide the necessary data to guide strategic planning, to design and implement programmes and projects, and to allocate, and re-allocate resources in better ways (Gage and Dunn 2009; Frankel and Gage 2007). When asked on the monitoring and evaluation phase of projects within the programme, it was established that there is a fourth component within the programme that entails support to NMK Secretariat PCUs and DCUs. This is to provide technical support, material and financial support to the secretariat, Provincial and District Coordinating Units for effective project planning, coordination, implementation and monitoring and evaluation.

“.....Under component 4, first, District Coordinating Units have been established in all the districts, now structured into Sub counties to coordinate the monitoring and evaluations activities. So far four Monitoring and evaluation teams have gone to all

counties to backstop the beneficially groups. The development of a participatory monitoring and evaluation system is in the final stages of completion.....”

(Interview with an NMK County coordinating officer)

The researcher was further furnished with the NMK’s strategic plan where the following monitoring and evaluation indicators were established.

Table 4.2: NMK Indicators for Monitoring and Evaluation

Component 1	Component 2	Component 3
Food availability	School enrollment	NGOs and CBOs
Diet diversity	Community nutrition workers	Number of beneficiaries
Farm yields	Growth monitoring centres	
Household incomes		
Household assets		

As follow up to strategy implementation in various projects, the intervention was found to further carry out continuous monitoring and evaluation. The presence of indicators to that effect further points to the implication that the entire NMK intervention is strategic in its approach to realizing its goals articulated in the strategic plan.

The study sought to find out how the monitoring and evaluation exercise has enable tracking of the PPP programme success. Respondents unanimously affirmed that the program had been successful, and had been easily identified by the constant monitoring and evaluation process. Some responses are as indicated below.

“.....The program has been very successful. It has successfully supported the public Agriculture Sector Ministries to work with 34 private sector organizations since the programme inception in 2005. These include 15 CBOs, 9 Faith-Based Organizations, 7 NGOs, 2 Cooperative societies and 1 research institute.....”

(Interview with a senior operations officer)

“.....The programme has seen considerable improvements in small-scale irrigation, production of high value and drought tolerant crops, animal production, agricultural produce value addition and marketing, water harvesting and environmental conservation and bee keeping.....”

(Interview with a senior NMK County coordinating officer)

“.....NMK has enabled group members to purchase modern technology to advance in their area of production, purchase of new hybrid varieties both in animal and crop production.....”

(Interview with a senior operations officer)

From the finding, it can be deduced that the NMK strategic intervention has been largely successful as indicated by among others, the sheer number of private sector organizations the intervention has benefited since the programme inception in 2005 as well as the agricultural outputs and deliverables.

The finding is in tandem with MOA (2008) which reported that NMK has achieved considerable success across the country indicated by increased agricultural productivity, food utilization, agro processing and value-addition, health and nutrition improvement, water harvesting and conservation of the natural resource base to ensure sustainability of the current production systems.

Njoroge et al. (2013) further reports that to sustain the PPP, the government has invested Kshs 44,977,805 to finance joint activities, auditing, monitoring and evaluation, stakeholder feedback meetings and seed capital for the poor beneficiaries to 4 up-scale innovative projects and create a revolving fund for sustainability. These have benefited an estimated 18,000 households (about 144,000 people) directly with a

further 400,800 people as indirect beneficiaries. 74 % of the direct beneficiaries have started various group/individual based projects and are able to contribute regularly for their revolving fund to enhance sustainability.

The study further found that the regular monitoring and evaluation has been able to identify the obstacles in the NMK strategy implementation. Downes (2011) states that the kinds of execution obstacles most strategies run into fall into two categories: problems internal to the organization and problems generated by outside forces. It was revealed that the NMK strategy faces several constraints key among which is inadequate funding. According to the MDGs needs assessment report, an investment of about KShs 800 million is needed annually to meet the requirements of MDG 1. In the original design of NMK, it was hoped that the larger proportion of this funding would come from development partners. So far, however, only 10% of the funding has been availed by the Kenya government. Other constraints include limited staff and drought incident which has amplified the community needs beyond the program's ability to deliver.

In this regard, Hansen et al. (2008) identified additional implementation problems as failing to periodically alter the plan or adapt it to changes in the business environment; deviation from original objectives and lack of confidence about success. According to Rutan (2009), all implementation aspects during the planning phase are fundamental for execution as there is no time to do that during execution.

4.4 Discussion

This section delves into the implications of the findings both in relation to the underpinning theories and to pertinent empirical literature.

4.4.1 Link to Theory

The study was underpinned by three key theories under the concept of strategy implementation: Stakeholder Theory, McKinsey 7-S Framework as well as Chandler's Strategy and Structure Proposition. Through the Stakeholder Theory, the study has revealed two key observations forming the core of the theory, that is, the values and/or purpose of the firm and what responsibilities the firm has to its stakeholders. In the study, the strategic partnership between the public and private sector has been seen to be purpose driven as underscored in the three components of the NMK intervention as well as the programme's milestone to that effect. The theory has further aided in the understanding of stakeholder relationships thereof, whereby government as a shareholder has on its part significantly contributed towards the NMK PPP strategy by way of financing, the private sector has been largely included in the project activity monitoring and evaluation and has also been adequately funded as groups to carry out the activities under all the components.

Through the McKinsey 7-S Framework, the seven key areas through which one can holistically and effectively organize a company have been well elaborated. In this regard, the NMK initiative conforms its intervention to the strategy implementation process encompassing most of the seven key areas of the framework, including the Strategic Plan Evaluation, Strategy Vision Creation of a Capable and Willing Team, Progress Report Meetings and Executive Commitment as well as Monitoring and Evaluation. The adherence to these key areas as argued in the 7-S Framework has to a large extent contributed to the programme's success.

Finally, through Chandler's Strategy and Structure Proposition, the administrative works of the executives has been articulated, in which case the executive face different levels of decision-making, both tactical and strategic. In this regard, it was established that to build the implementers capacities, the executives take project implementers through training for technical skills for practical application. The executives further clearly define roles expected of both the public and private collaborators and that both the public and private partners have a collective responsibility to implement the program and all its projects and activities but our roles are defined by an institutional framework. It was further established that decision making throughout the intervention included the involvement of group members in deciding the kind of activity to base the projects.

4.4.2 Link to other empirical studies

The NMK initiative conforms its intervention to the ideal strategy implementation process, and this has contributed to the established programme success. In this regard, the NMK intervention is found to observe a critical component in the strategy implementation process which is the clarity of goals. This also has the potential to inform the project activities as well as harmony and coordination thereof. A willing and capable team is also in place owing to constant training and this has largely contributed to the PPP programme implementation success in Kajiado County.

This is in tandem with Spekman et al. (2008) who offer that alliance success requires the establishment and execution of clearly defined goals, and to achieve these goals, well-defined procedures must be clearly communicated to the managers involved with the alliance. Arguing in support, Atkinson (2010) further observes that it is useful for

Multi Stakeholder Partnerships to explicitly identify both the individual aims of each partner and the common purpose that has brought them together. DeLisi (2011) further adds that a strategic successful partnership must be based on mutual dependency, the realization that no one partner can achieve the identified goals on their own.

The PPP implementation process in Kajiado County is further found to adequately factor in the programme's sustainability, employing key indicators for Monitoring and Evaluation in all three components of the intervention. This is a significant pointer to the great extent to which the entire NMK intervention takes a strategic approach on not only realizing its goals but also in ensuring that the programme goes beyond its implementation life, to serving the beneficiaries interests and needs towards self sufficiency and reliance.

This is in agreement with Leffel (2013) who note that Monitoring and evaluation can be effective tools to enhance not only project planning and management, but also strategy execution. Monitoring helps strategic planners to understand whether the strategic plans are progressing in schedule and to ensure that inputs, activities, outputs and external factors are proceeding as planned. DeLisi (2011) further agrees that evaluation can be a tool to help project managers assess to what extent the projects have achieved the objectives set forth in the strategic plans. The evaluation process should also include opportunities for revisiting the learning programme strategy in order to effect amendments and improvements (Meyers, 2009).

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents summary of the research findings. The implications from the findings and areas for further research are also presented.

5.2 Summary of Findings

The study sought to establish the presence of a strategic plan within the NMK strategy. In response, it was established that the programme has wide-ranging projects implemented in three strategic components, where component 1 is aimed at supporting community-driven food security improvement projects as well as empowering communities through capacity building of group members and their facilitators. Component 2 involves community nutrition and school meals programmes, whose objective is to improve the nutrition of school-going kids through school feeding programmes particularly in the arid and semi-arid lands of Kenya. Component 3 involves facilitating effective and sustainable Kenyan public private partnerships that address the challenges of hunger and poverty reduction as a national concern.

As a second step in an ideal strategy implementation process, the study sought to establish the presence of a strategic vision within the NMK program with respect to program goals or outline of activities and communication of the same to project implementers. It was established that the programme has four major goals, regularly communicated and reaffirmed by all stakeholders during Annual General Meetings during which the strategy goals are normally reaffirmed.

Respondents further affirmed that tasks and activities were defined and well guided towards realizing target outcomes. Three key measures were taken in this regard, including: requirement of the supported organizations to work on the basis of a detailed proposal with clear work plans to shape the logic and design of the alliance; adopting a dynamic implementation guide for the management of partnering institutions that allows flexibility without necessarily compromising targeted outputs; as well as forging alliances only with agricultural-supporting organizations whose vision, mission and strategic plans are similar or complements those of NMK.

The study then sought to establish whether the NMK strategy conducts strategic meetings throughout the strategy execution process as well as the extent of stakeholder involvement. It was established that the NMK conducts regular stakeholders' forums under component 4 which covers project management and Coordination. The *Agriculture Sector Coordination Unit* (ASCU) continues spearhead periodic meetings for the purpose of strengthening of collaboration and partnership with various stakeholders, especially the private sector and the donor community.

The study further probed to find out to what respondents attributed their responses above. It was revealed that a variety of strategies apply to the effect, including training and empowerment of project implementers, community driven agricultural development initiatives and agricultural productivity as well as joint decision making whereby beneficiary groups are allowed to decide the sector to base their projects.

5.3 Conclusion

From the findings presented and analyzed, the study hereby makes the following conclusions concerning the extent of implementation of Public-Private Partnerships at Kajiado County.

Overall, the NMK initiative conforms its intervention to the strategy implementation process, and this has contributed to the established programme success. The three components guiding project selection and therefore activities within the NMK PPP strategy indicates the presence of a well laid down strategic plan. This has the potential to give the entire strategic intervention focus throughout the implementation process.

A large number of the program implementers go through training prior to the onset of project implementation. Findings further imply that stakeholder roles in the strategy implementation process within the NMK intervention are clearly cut out hence enabling a well coordinated implementation process. Stakeholder management in the strategy implementation process is also found to be mainstreamed, guiding the relations between strategy implementers from both the government and the private sector. This is seen to enhance not only coordination, but also resource sharing among the partners.

Participation is prioritized in the intervention through a bottom up approach in decision making in key project areas where lower level partners, in this case the project beneficiaries are allowed input into key decisions on matters affecting them. This has the potential to elicit support from the community at large, hence project success. It was further established that the government as a shareholder has on its part

significantly contributed towards the NMK PPP strategy by way of financing, the private sector has been largely included in the project activity monitoring and evaluation and have also been adequately funded as groups to carry out the activities under all the components.

The intervention is further found to observe strategic meetings and stakeholder commitment is adequately established both from the government and private sector sides. This further has the potential to enable project success as it allows for room to not only review project goals but also reaffirm commitment to the strategic implementation from the implementers. As follow up to strategy implementation in various projects, the intervention was found to further carry out continuous monitoring and evaluation.

From the finding, it can be deduced that the NMK strategic intervention has been largely successful as indicated by among others, the sheer number of private sector organizations the intervention has benefited since the programme inception in 2005 as well as the agricultural outputs and deliverables.

5.4 Recommendations

Partnerships minimize duplication of activities and waste of resources while allowing “best fit” in which institutions with certain strengths complement the others that may lack similar strengths but are better in other field. For governments, PPP creates a new form of accountability as the government and private sector can all pool resources and jointly use those resources for a common good. In general, successfully PPP relies primarily on trust, which is difficult to sustain within traditional management styles and mindset.

Public sector institutions and government ministries that are eager to reap the benefits of PPP should be prepared to use new management styles that counter the traditional bureaucratic weaknesses, encourage learning and continuous improvement of work systems, and focuses on meeting key customer needs through quality product and service provision.

5.5 Limitations of the Study

Several impediments were anticipated in the course the study, albeit logistical, which the researcher addressed accordingly. Confidentiality of information was a key constraint as some respondents appeared to withhold crucial information pertinent to the achievement of the study objectives. The researcher however explained to the respondents that the study was only meant for education purposes.

The researcher also showed them the introductory letter from the University to prove to them that the research had no negative motive as it's meant for education purposes. The researcher also experienced financial and time constraints especially as regards travelling from point to point to reach the respondents. The researcher however minimized resource use and used phone calls to reach those far off.

5.6 Suggestions for Further Studies

The present study focused on the extent of implementation of Public-Private Partnerships at Kajiado County. Future studies should apply different research instruments like focus group discussions to involve respondents in discussions in order to generate detailed information which would help improve strategy implementation process.

Also, the time factor in the study can be improved if the study is expanded to cover a longer period of time. A future research can be carried out on the same topic, but using data across a longer period of time. This is with the assumption that the data for a longer time will provide results that are better than those provided by the data used in this study. The possible higher objectivity that arises based on the sample period may be settled covering a longer period.

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APPENDICES

Appendix I: Interview Guide

Dear Respondent,

Please respond to the following interview questionnaire which is studying the extent for implementation of Public-Private Partnerships at Kajiado County. Your response will be of great value for completion of this research. The data will only be used for academic purposes and strictly remain confidential.

Thanks once again for your cooperation.

SECTION I: BACKGROUND INFORMATION

Please tick in the box appropriate answer

1. Name of the organization

2. Gender
Male [] Female []

3. Department
Human resource []
Accounts []
Finance []
Liaison []
Public Relations []
Others (specify)

4. Number of years working in the corporation?
Less than 3 years []
4-6 years []
7-9 years []
Over 10 years []

5. Management level
Senior level management []
Middle level management []
Low level management []

6. Length of service in the organization
Less than 3 years []

- 4-6 years []
- 7-9 years []
- Over 10 years []

7. Level of Education

- Secondary level []
- Certificate level []
- Diploma level []
- Degree level []
- Masters level []
- PhD level []
- Others (please specify)

SECTION II: STRATEGY IMPLEMENTATION PROCESS

1. What strategy guides the selection of activities, project and engagements within the NMK programme?

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.....

.....

2. Would you say the NMK program has a well established strategic vision?

.....

.....

.....

If yes, how clear are the program's goals?

.....

.....

.....

3. Are project tasks and activities defined and well guided towards realizing target outcomes?

.....
.....
.....

4. Please comment on the strategy implementers within the programme with respect to:

i. Strategic plan

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ii. Strategy vision

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iii. Capability and willingness of the implementation team

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iv. Progress report meetings and executive commitment

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v. Monitoring and evaluation

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5. How has the Monitoring and evaluation process been able to track the success of the programme?

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.....
.....

6. How has the Monitoring and evaluation process been able to track the constraints in the programme?

.....
.....
.....

THANK YOU FOR YOUR TIME